

Mr. Scott Nowicki  
Page 2  
January 19, 2006

- Vegetation buffers could be used to screen views of the freeway.
- Any retention basins and their landscape treatments could be blended into the surrounding area.
- Larger saguaros, mature trees, and larger shrubs could be transplanted in relatively natural areas near the Eastern Section Alternative to blend with the existing landscape.
- Clustering or grouping plant material in an informal pattern to break up the linear form of the freeway could help 'naturalize' the surrounding area.
- Landscape treatments on the periphery of right-of-way areas at overpass locations could be installed as well as on areas adjacent to residential development.
- Aesthetic treatments and patterning could be applied to sound barriers and screen walls, bridges, concrete barriers, retaining walls, and highly visible headwalls.
- The use of earth colors for lighting standards, overpasses, abutments, retaining and screening walls, and sound barriers could blend the freeway into the natural setting.
- When constructing concrete barriers, highly visible headwalls, and end walls for box culverts, materials and textures could be used to blend these structures into the existing landscape.
- Newly exposed rock faces could be blended with natural rock features to incorporate characteristics of the adjacent natural rock and rounding and blinding new slopes could mimic the existing contours and highlight natural formations.
- Culverts could be sized large enough to accommodate equestrians, bicyclists, and hiker use as well as wildlife crossings.

Assuming the Mountain Bike Association of Arizona does not provide any further insight into mitigation, these measures will be presented in the Draft Environmental Impact Statement (EIS).

Comments should be addressed to Audrey Unger, HDR Engineering, Inc. via U.S. Mail at 3200 East Camelback Road, Suite 350, Phoenix, Arizona 85018 or by email at Audrey.Unger@hdrinc.com. **A response received by February 10, 2006 or sooner would be greatly appreciated.** Thank you in advance for your cooperation.

Sincerely,



Ralph Ellis  
Environmental Planner  
Environmental & Enhancement Group

cc Tommy Collins, Recreational Director of MBAA

Enclosure: Project Study Area and Alternatives, Vicinity and Location Map



Janet Napolitano  
Governor  
Victor M. Mendez  
Director

**Arizona Department of Transportation**  
**Intermodal Transportation Division**  
206 South Seventeenth Avenue Phoenix, Arizona 85007-3213

Sam Elters  
State Engineer

January 26, 2006

Ms. Leslie Spencer-Snyder  
President Arizona State Horsemen's Association  
P.O. Box 4690  
Cave Creek, AZ 85327

Re: Project Name: South Mountain Transportation Corridor  
ADOT TRACS No.: 202 MA 54 H5764 01L  
Project No.: RAM-202-C-200

Dear Ms. Spencer-Snyder

In coordination with the Federal Highway Administration (FHWA), the Arizona Department of Transportation (ADOT) is preparing an Environmental Impact Statement (EIS) to evaluate alternatives for the proposed South Mountain Freeway alignment. As you know, the Eastern Alternative of the proposed South Mountain Freeway would go through the southwestern portion of South Mountain Park/Preserve (SMPP) and would use approximately 32 acres of park land, approximately 8.5 acres less than the original 1988 plan for the South Mountain Freeway. Our consultant, HDR Engineering, Inc. spoke with Ms. Jean Anderson, a past president and active member of the Arizona State Horsemen's Association, and we understand that your organization is not in favor of the freeway going through the Park. A letter from Ms. Sara Goodnick, the President of the Association also sent a letter (11-18-05) further reinforcing that your organization is not in favor of freeway construction through the SMPP.

Currently, in the Eastern Section of the freeway, the E1 Alternative (Figure 1) is the build option. Should the E1 Alternative be selected, what specific measures can ADOT undertake to lessen the impacts of the freeway to members of your organization using the Park's amenities?

In addition to measures already undertaken to reduce harm, such as reducing the right-of-way impacts, the following measures to minimize harm to the Park are under consideration:

- The project team is working with the City of Phoenix and Maricopa County in locating trailheads on planned trails or relocating trailheads that may be impacted.
- ADOT, FHWA, and the City of Phoenix could examine opportunities to provide replacement lands to those converted to the freeway use.
- The proposed Eastern Alternative of the South Mountain Freeway would be located as far south as possible to avoid the creation of remnant parcels.
- Sound barriers would be constructed as part of the Eastern Alternative on the approach to SMPP near the Foothills Reserve residential development, and just past SMPP near the Dusty Lane residential area. Although these barriers are not specifically for SMPP, they would provide partial noise mitigation to the park/preserve.
- Impacts on visual character would result from the Eastern Alternative and associated cuts into South Mountain. The proposed freeway would be the dominant feature in the area and would introduce forms, lines, colors, and textures distinctly different from the existing ridgelines. The visual impacts of the section of freeway adjacent to SMPP could be reduced by blending the color, line, and form of the freeway with the surrounding environment.
- Vegetation buffers could be used to screen views of the freeway.
- Any retention basins and their landscape treatments could be blended into the surrounding area.

Ms. Leslie Spencer-Snider

Page 2

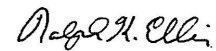
January 26, 2006

- Larger saguaros, mature trees, and larger shrubs could be transplanted in relatively natural areas near the Eastern Alternative to blend with the existing landscape.
- Clustering or grouping plant material in an informal pattern to break up the linear form of the freeway could help 'naturalize' the surrounding area.
- Landscape treatments on the periphery of right-of-way areas at overpass locations could be installed as well as on areas adjacent to residential development.
- Aesthetic treatments and patterning could be applied to sound barriers and screen walls, bridges, concrete barriers, retaining walls, and highly visible headwalls.
- The use of earth colors for lighting standards, overpasses, abutments, retaining and screening walls, and sound barriers could blend the freeway into the natural setting.
- When constructing concrete barriers, highly visible headwalls, and end walls for box culverts, materials and textures could be used to blend these structures into the existing landscape.
- Newly exposed rock faces could be blended with natural rock features to incorporate characteristics of the adjacent natural rock and rounding and blinding new slopes could mimic the existing contours and highlight natural formations.
- Culverts could be sized large enough to accommodate equestrians, bicyclists, and hiker use as well as wildlife crossings.

Assuming the Arizona State Horsemen's Association does not provide any further insight into mitigation, these measures will be presented in the Draft Environmental Impact Statement (EIS).

Please convey these comments and any others you wish to make to Audrey Unger, HDR Engineering, Inc. via U.S. Mail at 3200 East Camelback Road, Suite 350, Phoenix, Arizona 85018 or by email at Audrey.Unger@hdrinc.com. A response received by February 26, 2005 or sooner would be greatly appreciated. Thank you in advance for your cooperation.

Sincerely, Ralph Ellis



Environmental Planner  
Environmental & Enhancement Group

cc. Sara Goodnick, Past President ASHA  
cc. Jean Anderson, Past President ASHA

Enclosure: Project Study Area and Alternatives, Vicinity and Location Map



Janet Napolitano  
Governor

Victor M. Mendez  
Director

## Arizona Department of Transportation

### Office of the Director

206 South Seventeenth Avenue Phoenix, Arizona 85007-3213

March 1, 2006

David P. Jankofsky  
Deputy Director

The Honorable William R. Rhodes  
Governor  
Gila River Indian Community  
P.O. Box 97  
Sacaton, AZ 85247

Dear Governor Rhodes:

Thank you for the opportunity to present the Pinal County Corridor Definition studies at the Gila River Indian Community Council meeting on February 15, 2006. As I stated at the meeting, I would like to have more regular interaction with the Community Council to improve coordination and communication with ADOT. My recommendation is that I appear before the Community Council once every two months to provide a status update on the ADOT projects that effect the Community. Please let me know if this is acceptable and I will have my staff work with Janice Stewart, the Community Council Secretary, to make the arrangements.

As I mentioned at the Community Council meeting, we would like to establish an appropriate communication protocol to work with the Community. I have assigned Matt Burdick, our Community Relations Director, to serve as the designated point of contact within ADOT for all communications with the Gila River Indian Community.

Matt Burdick has direct access to myself, as well as our senior leadership team, to monitor and address issues that impact the Gila River Indian Community. I would ask the Community to direct communications through him to improve coordination between ADOT and the Community. I have enclosed several copies of his business card and I encourage the Community's staff to contact Mr. Burdick directly regarding ADOT related issues.

Former Governor Richard Narciá provided me with a copy of the Community Council Resolution GR-119-05. The Resolution enumerates the Community's desires for certain collaborative strategies and improvements to be considered as part of the Interstate 10 widening project.

Over the past few months, I have worked with senior members of my staff to review and discuss each item in GR-119-05. This has been an exhaustive and time-consuming analysis, but we recognize the importance of the Resolution and felt it was imperative that we fully assess each item. We have also met with the Federal Highway Administration and the Department of Public Safety to review and discuss points made in the Resolution.





Governor William R. Rhodes  
March 1, 2008  
Page Two

I would like to meet with you and your designated representatives to initiate discussions to fulfill the intent of the Community Council to take "...all actions reasonably necessary ... to negotiate, agree to, arrange for and effectuate ..." the items as listed in GR-119-05. Given that the Federal Highway Administration has a direct interest in the outcome of the negotiations, I would suggest that our federal partners be an integral part of the discussions.

Please advise me regarding the appropriate venue for these discussions in order to move forward with our collective efforts to improve Interstate 10 as soon as possible.

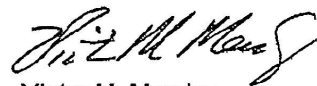
With regard to SR 347, we are making progress on the traffic signal project on Casa Blanca Road and will be working with Ms. Sandra Shade to establish a project kick-off with the Community's staff. We are also working to process the permit for the traffic signal project on SR 347 at the Rinker Sand and Gravel Plant.

As you know, we will continue to refine the corridor information with respect to the Pinal County studies. Your Community's input is critical and we will work with you on these studies. At this point in time, we do not know exactly how right-of-way issues will be impacted on State Routes 87, 187, 387 and 587. However, as the studies progress that information will become available.

I also have contacted the Maricopa County Department of Transportation and the Maricopa County Sheriff's Office about trucks failing to comply with the "No Parking" signs along Hunt Highway and the need to check the condition of the signs and for increased enforcement to cite those drivers that disregard the signs.

Again, thank you for the opportunity to meet with you and the Council.

Sincerely,



Victor M. Mendez

cc: Jennifer Allison-Ray, Lieutenant, GRIC  
Gila River Indian Community Council  
Greg Mendoza, Chief of Staff, GRIC  
Sandra Shade, Director, GRIC DOT  
Errol Blackwater, Director, GRIC Land Use Planning & Zoning  
David Jankofsky, Deputy Director, ADOT  
Sam Elters, State Engineer, ADOT  
Shannon Wilhelmsen, Communication Director, ADOT



Janet Napolitano  
Governor

Victor M. Mendez  
Director

## Arizona Department of Transportation

### Intermodal Transportation Division

206 South Seventeenth Avenue Phoenix, Arizona 85007-3213

Floyd Roehrich Jr.  
Acting State Engineer

August 13, 2008

Mr. Barnaby V. Lewis, Cultural Resource Specialist  
Dr. J. Andrew Darling, Coordinator  
Cultural Resource Management Program  
Gila River Indian Community  
P.O. Box 2140  
Sacaton, Arizona 85247

RE: TRACS No. 202L MA 054 H5764 01L  
South Mountain Transportation Corridor  
CAT Meeting August 28, 2008

Dear Mr. Lewis and Dr. Darling:

The South Mountain Freeway Citizens Advisory Team (CAT) will be meeting on August 28, 2008. The topics to be presented and discussed at this CAT meeting include cultural resources and Section 4(f) of the U.S. Department of Transportation Act of 1966 (as amended). These subjects, as they relate to the proposed South Mountain Freeway, are ones that we recognize are of considerable sensitivity and importance to your office and your Community. Therefore, on behalf of the Arizona Department of Transportation South Mountain Corridor Team, I would like to invite you to attend this meeting, as guests or as presenters. If you are interested in presenting at the meeting, please let me know before 10:00 on Monday, August 18, so that I can get you added to the agenda.

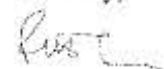
The meeting is scheduled from 6:00 to 8:30 p.m. Dinner is provided, and will be available starting at 5:30. The meeting will be held at the South Mountain Community College Student Union, located at 7050 S. 24th Street in Phoenix. I am enclosing a map that shows the location of the Student Union on the campus.

The project team has prepared a draft technical report summary that presents an overview of cultural resources, both in general and within the project area. This report summary will be sent to the CAT members in advance of the meeting. I am enclosing a copy of the draft report summary to afford you an opportunity to review it and provide comments prior to its distribution to the CAT. If you have comments that you would like taken into consideration, please let me know by Tuesday, August 19.

If you have any questions, please feel free to contact me at 602-712-6266 or by e-mail at [rgreenspan@azdot.gov](mailto:rgreenspan@azdot.gov).

Lewis and Darling  
 TRACS No. 202L MA 054 H5764 01L  
 August 13, 2008  
 Page 2 of 2

Sincerely,



Ruth L. Greenspan  
 Historic Preservation Specialist  
 Environmental Planning Group  
 1611 W. Jackson Street, MD EM02  
 Phoenix, Arizona 85007-3213

cc:  
 Doug Torres, Director, Department of Transportation, Gila River Indian Community  
 David White, Community Manager, Gila River Indian Community



## GILA RIVER INDIAN COMMUNITY

SACATON, AZ 85247

CULTURAL RESOURCE MANAGEMENT PROGRAM

POST OFFICE BOX 2140

(520) 562-6821

(520) 562-6822

FAX: (520) 562-3268

August 18, 2008

Ruth L. Greenspan  
 Historic Preservation Specialist  
 Environmental Planning Group  
 1611 W. Jackson Street, MD EM02  
 Phoenix, Arizona 85007-3213

AZ Dept. of Transportation  
 Office of Environmental Services

RE: TRACS No. 202L MA 054 H5764 01L  
 South Mountain Transportation Corridor  
 CAT Meeting August 28, 2008

DATE: 8/2/2008

Dear Dr. Greenspan:

Thank you for providing us the opportunity to review the draft technical report summary prepared for the Citizens Advisory Team (CAT) and for your invitation to Barnaby V. Lewis and me to participate in the upcoming CAT Meeting on August 28, 2008.

I am attaching my comments to the draft technical report summary, which in general looks good to me. Because of the short time available, if Mr. Lewis has any additional comments he will contact you by phone. My main concerns are that the report singles out Native American groups as the only groups that would be affected by impacts to cultural resources. This may draw unnecessary attention to Tribes as the only group concerned about cultural resources, particularly since not all cultural resources are tribal. It is true that Tribes are the primary constituency, particularly in regard to TCPs; however from a public standpoint all other groups invested in the cultural and natural landscape should be acknowledged. Also I think it should be emphasized that mitigation as an action, recognizes the adverse effects of freeway construction, however, mitigation is not preservation but salvage. ADOT is making attempts to avoid (preserve) and mitigate (minimize effects or salvage) sites and landscapes in connection with freeway construction and design. The general public may assume that site avoidance is primarily a financial concern to ADOT, not preservation. However, I think it is reasonable to mention that ADOT (in conjunction with the GRIC CRMP and the City of Phoenix) is considering possible measures for avoiding sites or minimizing impacts to sites particularly on South Mountain as part of long-term planning.

Finally, you will see in my comments in the report text that while this is a technical report summary, I note that this is an opportunity for ADOT to assert its commitment to coordinated transportation planning and heritage preservation, recognizing that freeways



like the South Mountain Transportation Corridor are of a different order of construction with far reaching cultural impacts as compared to smaller connector routes or surface streets.

In regard to the CAT meeting, Mr. Lewis and I will consider attending on August 28<sup>th</sup> pending availability in our schedules, but we will not prepare a formal presentation or ask to be placed on the agenda. We appreciate your invitation and look forward to a future opportunity to speak to the CAT.

If you have any questions please call me at (520) 562-6824 or (480) 784-7221 [cell].

Sincerely,

  
J. Andrew Darling  
Coordinator

cc:

Jennifer Allison-Ray, Lt. Governor, Gila River Indian Community  
Doug Torres, Director, Department of Transportation, Gila River Indian Community  
David White, Community Manager, Gila River Indian Community  
Alia Maisonette, Director, Public Information Office, Gila River Indian Community

AZ Dept. of Transportation  
Office of Environmental Services

AUG 22 2008

**South Mountain Transportation Corridor Study**  
Citizens Advisory Team  
Technical Report Summary



**Draft Cultural Resources**

*What are Cultural Resources?*

Cultural resources are the prehistoric and historic sites, structures, places, landscapes, and objects that are important to a culture or community for historic, scientific, traditional, religious, or other reasons. They are a non-renewable resource that links us with our past and defines our heritage and social identity at the local, state, and national levels. Examples of cultural resources identified in the South Mountain Transportation Corridor include prehistoric archaeological sites, historic houses and farms, railroads, and irrigation canals.

Cultural resources also include traditional cultural properties (TCP). TCPs are places considered important for their association with cultural practices or beliefs of a living community that are rooted in that community's history, and are important in maintaining the continuing cultural identity of the community. Often, TCPs are places on the landscape that are important culturally, but may not be distinguished by physical manifestations resulting from human activity. For example, TCPs could include a location associated with the traditional beliefs of a Native American group about its origins or its cultural history, or a location where Native American communities have historically gone, and are known to go today, to perform traditional cultural practices.

*Why study cultural resources in the Environmental Impact Statement (EIS)?*

Cultural resources hold an intrinsic value in that they provide us with a direct link to the past, and help people define and understand their own heritage, as well as the heritage of others. Cultural resources can afford opportunities to study and learn how and why our cultures and societies have developed over time. Both the federal government and the State of Arizona acknowledge the importance of Arizona's cultural heritage to its citizens and recognize that physical links to our past should be preserved for future generations. Where preservation is not possible, the mitigation of effects to these resources is warranted.

The South Mountain Transportation Corridor study is a federal undertaking requiring regulatory compliance with the National Historic Preservation Act (NHPA). Section 106 of the NHPA requires federal agencies to take into account the effects of their activities and programs on cultural resources eligible for the National Register of Historic Places (NRHP). Regulations for Protection of Historic Properties, which primarily implement Section 106, were most recently amended in 2004 (36 CFR 800). These regulations define a process for responsible federal agencies to consult with the State or Tribal

Historic Preservation Officers (S/THPO), Native American groups, other interested parties, and, when necessary, the Advisory Council on Historic Preservation in Washington D.C. to ensure cultural resources are duly considered as federal projects are planned and implemented.

To be determined eligible for the NRHP, properties must be important in American history, architecture, archaeology, engineering, or culture. They also must possess integrity of location, design, settings, materials, workmanship, feeling, and association, and must meet at least one of the following four criteria:

- Are Associated with events that have made a significant contribution to the broad patterns of our history;
- Are associated with the lives of persons significant in our past;
- Embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant distinguishable entity whose components may lack individual distinction;
- Have yielded, or may be likely to yield, information important in prehistory or history (36 CFR 60.4).

Properties may be of local, state, or national importance. Typically, historic properties are at least 50 years old, but younger properties may be considered for listing if they are of exceptional importance.

**What kind of impacts would occur from construction?**

Direct impacts on cultural resources from construction could result in their partial or total destruction. Cultural resources such as archaeological sites and historic buildings are non-renewable resources that once destroyed are lost forever. By law, adverse impacts on cultural resources that are determined eligible to the NRHP must be mitigated.

Direct impacts from construction on cultural resources deemed of religious or traditional cultural importance by Native American groups or others could result in desecration of a sacred place. A potential indirect impact might be the loss of access by Native American groups to culturally important places as a result of construction restrictions.

**How do the alternative alignments differ in construction-related impacts?**

All action alternatives would impact prehistoric and historic cultural resources as shown in the tables. All but one of the prehistoric sites are considered eligible to the NRHP and would require mitigation if affected by construction. Although the E1 Alternative has the highest numbers of prehistoric sites, they are typically small sites representing a limited set of activities, such as rock art and resource collecting areas. In contrast, while the Western Section Alternatives would affect fewer sites, they include the remains of large prehistoric villages with extensive archaeological deposits, some measuring over 0.5 mile in diameter. Similarly, all the alternatives would affect historic sites. Most of the historic sites are not eligible for the NRHP. All the alternatives would cross the

**Archaeological Resources Affected, Action Alternatives**

Action Alternatives	Number of Sites Affected	Site Type	NRHP Eligibility Criterion	Mitigation Required
Western Section				
W55	6	1 village site; 5 habitation sites	D	Yes
W71	4	2 village sites; 2 habitation sites		
W101 Western Option	3	2 village sites; 1 habitation site		
W101 Central Option	2	2 village sites		
W101 Eastern Option	2	2 village sites		
Eastern Section				
E1	8	1 artifact scatter (limited activity site); 2 lithic quarries; 1 petroglyph site; 4 trail sites	D	Yes

**NRHP-Eligible Historic Properties (non-TCP) Affected, Action Alternatives**

Action Alternatives	Site Affected	NRHP Eligibility Criterion	
Western Section			
W55	Roosevelt Canal	Criterion A Associated with events that have made a significant contribution to the broad patterns of our history	Yes
	Historic Southern Pacific Railroad		No
W71	Roosevelt Canal		Yes
	Historic Southern Pacific Railroad		No
W101 Western Option	Historic Southern Pacific Railroad		No
W101 Central Option			
W101 Eastern Option			
Eastern Section			
E1	No historic structures present		



historic South Pacific Railroad which is NRHP-eligible. Similarly, all the alternatives would intersect the Roosevelt Canal. The segments of the Roosevelt Canal that would be crossed by the W55 and W71 Alternatives represent the original construction of the canal, and do contribute to the canal's eligibility, whereas the segments that would intersect the W101 Alternatives do not contribute to the canal's eligibility because they are modern realignments.

***What kind of freeway operational impacts (post-construction) could occur?***

The continued operation of the freeway could interfere with traditional cultural practices of some Native American groups.

Effects to the surrounding cultural and natural landscapes will impact more than just Native American groups. It will impact anyone who values and engages with the historical and cultural landscapes in and around the project area.

***How do the alternatives differ in operational-related impacts?***

Once constructed, the Western Section action alternatives should not result in operational impacts on cultural resources. Operational impacts from the Eastern Section action alternative could affect traditional activities of Native American groups.

I'm not sure I fully understand the term "operational-related impacts." If by operational impacts you mean any or all post-construction impacts, then I don't think you can say that the freeway won't contribute indirectly to further loss of cultural resources due to the developments it will stimulate in the Western Section or along its length. Look at the growth along the eastern portion of the 203 that has already been constructed. The fact is that cultural resources will be adversely affected by freeway construction directly and indirectly both in the construction corridor and outside due to the far-reaching impacts of a facility of this magnitude. Coordinated planning for heritage preservation is a necessary part of this undertaking, which includes the construction corridor and the surrounding communities.

***What if the project were not constructed?***

Due to the urban growth of the Phoenix metropolitan area as it is currently planned, it is likely that cultural resources in areas zoned for development, such as in agricultural fields, would eventually be disturbed. Furthermore, if these lands are developed by the private sector, there is no federal protection afforded in the form of mitigation, although some local governments have ordinances that offer some protection to cultural resources. Cultural resources in protected areas, such as the South Mountain Park/Preserve, would be preserved.

I understand your position this statement may be misleading to the Public. Freeway construction will adversely affect cultural resources. If the project is not constructed then the undertaking would not affect cultural resources. I don't think it is reasonable or

Formatted: Normal, Line spacing: single

recourse to state that it is better for cultural resources to build a freeway than a residential subdivision. Because one is federal with protections and the other is not.

Perhaps this can be explained to some that while freeway construction will have negative impacts on cultural resources, stopping freeway construction will not eliminate the continual loss of cultural properties due to urban development. Unlike certain private sector developers, the FHWA and ADOT is constrained by law to minimizing cultural resource impacts through the development of coordinated transportation infrastructure that improves the quality of life while sustaining core cultural and historical values of local communities and constituencies.

Even though this is a technical report, wouldn't it be useful to emphasize that transportation is about people and for FHWA and ADOT to renew its commitment as a public agency to support communities and culture? Just a thought.

***Are there any specific and/or unique impacts from the build alternatives?***

Archaeological sites and places considered culturally important by Native American groups would be affected by any of the build alternatives. The Gila River Indian Community and the Salt River Pima-Maricopa Indian Community have both passed Tribal Resolutions designating the South Mountains as a TCP. FHWA and ADOT recognize the South Mountains as a TCP, and Section 106 consultations regarding the South Mountains TCP are on-going.

Further, the South Mountain Park/Preserve is NRHP-eligible as an historic property for its National Park Service master plan design that set historical precedent in planning natural parks and its associations with Civilian Conservation Corps New Deal programs in Phoenix during the Depression era.

***Are there things that could be done to reduce or avoid impacts?***

Much has already been undertaken to avoid direct impacts on cultural resource sites throughout the Study Area. For example, adjustments to the W55, W71, and W101 alternatives have been made to avoid such resources. However, it appears that not all cultural sites could be avoided by the action alternatives. There are a range of activities ADOT could undertake to reduce impacts during construction and operation of the freeway. Below are some measures ADOT could undertake. Measures will be presented in the Draft EIS and finalized during the final design process after the EIS process is completed.

The degree of impact on cultural resources could be reduced by minimizing the construction footprint to the greatest extent possible. Impacts on historic buildings could be reduced through relocation of the structures. Impacts on cultural resources in the construction footprint that could not be relocated could be reduced through mitigation, such as archaeological excavations and architectural/engineering documentation prior to construction.



*If cultural resources cannot be avoided, what is the process for mitigating the adverse impacts?*

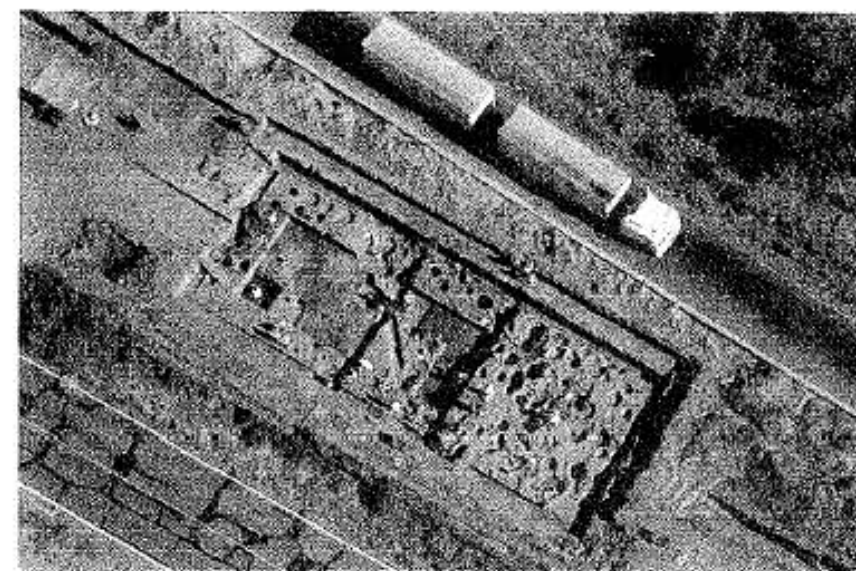
Specific mitigation strategies will vary depending on the type cultural resource being treated. For prehistoric sites, work plans and research designs are developed that describe research questions, methods, and excavation strategy that will be used for site excavation. In addition, a burial agreement with Arizona State Museum and concerned Native American tribes is developed that outlines the procedures for proper and respectful removal, treatment, and reburial of any human remains and associated funerary objects that might be encountered.

The mitigation field work is typically performed in two phases. The first phase involves conducting test excavations of a sample of a site to assess the type, condition, and distribution of features present below the ground surface, and in turn, to determine if there is a need for a more extensive program of data recovery excavations. This is typically accomplished in the Phoenix area by excavating a series of backhoe trenches sometimes coupled with some limited excavation units dug by hand (see Photo 1). If warranted, a second phase involves data recovery excavations where large excavation units are opened up over targeted features (see Photo 2). Sediments overlaying features are sometimes stripped away mechanically. The features are then excavated by hand in horizontal levels.

Mitigation strategies for historic cultural resources can be varied. For historic artifact deposits, such as an historic trash dump, where the cultural material is below ground, a phased mitigation strategy is used similar to that of prehistoric sites. Mitigation for buildings typically involves a combination of architectural assessments, historical research, and archival quality photographic documentation. Mitigation for historic structures, such as canals and bridges, involve a similar approach, usually with the preparation of an Historic American Engineering Record (HAER) which follows the Secretary of the Interior's Standards and Guidelines for Architectural and Engineering Documentation.



**Photo 1: Phase I archaeological testing.**  
Photo courtesy of Archaeological Consulting Services Ltd.



**Photo 2: Phase II Data Recovery Excavation.**  
Photo by Adriel Heisey



*Are the conclusions presented in this summary final?*

The conclusions in this summary are not final. Consultation with Native American communities and the State Historic Preservation Office regarding the evaluation of TCPs within the project area is ongoing. In addition, many of the agricultural fields in the alternative footprints have been in production with crops such as alfalfa, and have therefore prevented the inspection of the ground surface for cultural resources. Future cultural resources surveys of these parcels could result in the identification of additional sites.

In situations such as this, where the effects of a project to cultural resources cannot be fully determined prior to the approval of the undertaking, a Programmatic Agreement (PA) is prepared that specifies the steps and procedures that will be taken to address the effects as they become known. A PA for the South Mountain Freeway project has been developed and executed. To date, this document has been signed by the Federal Highway Administration, the Arizona State Historic Preservation Office, the Arizona Department of Transportation, the Salt River Project, the Maricopa Department of Transportation, the Flood Control District of Maricopa County, the City of Phoenix, the Arizona State Museum, the Fort McDowell Yavapai Nation, the Tonto Apache Tribe, and the Yavapai-Apache Nation.

*As a member of the Citizens Advisory Team, how can you review the entire technical report?*

The cultural resources technical reports are confidential due to the cultural importance and sensitivity of their content. In accordance with state and federal law, these reports are not available for public review.



Janice K. Brewer  
Governor

John S. Halikowski  
Director

**Arizona Department of Transportation**

**Office of the Director**

206 South Seventeenth Avenue Phoenix, Arizona 85007-3213

John A. Bogert  
Chief of Operations

John McGee  
Executive Director  
for Planning & Policy

November 9, 2009

Representative John McComish  
House of Representatives  
Arizona State Legislature  
1700 W. Washington Street, Room 217  
Phoenix, AZ 85007

Re: Proposed South Mountain Freeway

Dear Representative McComish,

On behalf of the Arizona Department of Transportation (ADOT), I would like to provide you with a brief overview of the ongoing study for the proposed Loop 202 South Mountain Freeway:

**Study Process**

As part of the proposed South Mountain Freeway Study, ADOT is following the federal process, as defined in the National Environmental Policy Act (NEPA), by completing an Environmental Impact Statement (EIS) on behalf of the Federal Highway Administration (FHWA). The Draft EIS will present information about the study's purpose and need; alternatives developed and studied in detail; potential impacts to the social, economic and natural environment, including measures to avoid, reduce or otherwise mitigate impacts; Section 4(f) evaluation<sup>1</sup>; and public and agency outreach.

ADOT is currently revising the Administrative Draft EIS; to include analysis of the Maricopa Association of Government's (MAG) proposed changes to the *Regional Transportation Plan*. These changes include reducing the overall "footprint" of the freeway to eight lanes (three general-purpose lanes and one High Occupancy Vehicle [HOV] lane in each direction) and evaluating a proposed modification to the I-10 connection in the West Valley at 59<sup>th</sup> Avenue.

Upon completion of the Administrative Draft EIS, the document will be reviewed by FHWA and other governmental agencies. ADOT's timeline for release of the Draft EIS and the associated public hearing is largely based on this review process. At this time, ADOT anticipates publication of the Draft EIS and the public hearing will occur in summer 2010, with an associated 90-day public comment period (twice the federal requirement). The Final EIS will be available for public review during a 60-day comment period. After considering any comments received on the Final EIS, FHWA will issue a Record of Decision (ROD). The ROD will identify the selected alternative for the proposed action. If a build alternative is selected, MAG will allocate funding.

While potential impacts associated with the proposed freeway, such as The Foothills' well, are disclosed in the Draft and Final EIS, mitigation measures presented would become formal ADOT commitments (if a build alternative is selected) when published as part of the ROD.

<sup>1</sup> Section 4(f) of the U.S. Department of Transportation Act protects the use of public recreational land, historic resources and traditional cultural properties (TCPs). This includes an evaluation of Section 4(f) resources; a determination of impacts and an evaluation of measures available to minimize impacts, when warranted.





THE STATE OF ARIZONA  
**GAME AND FISH DEPARTMENT**

2221 WEST GREENWAY ROAD, PHOENIX, AZ 85023-4399  
(602) 942-3000 • WWW.AZGFD.COM

GOVERNOR  
JANE DEE HULL  
COMMISSIONERS  
CHAIRMAN, DENNIS D. MANNING, ALPINE  
MICHAEL M. GOLIGHTLY, FLAGSTAFF  
JOE CARTER, SAFFORD  
SUSAN E. CHILTON, ARIVACA  
W. HAYS GILSTRAP, PHOENIX  
DIRECTOR  
DUANE L. SHROUFE  
DEPUTY DIRECTOR  
STEVE K. FERRELL



Mesa Office, 7200 E. University, Mesa, Arizona 85207 (602) 981-9400

October 31, 2001

Mary Viparina, P.E.  
Project Manager  
HDR Engineering  
2141E. Highland Ave., Suite 250  
Phoenix, AZ 85016

Re: Scoping for South Mountain Corridor Location/Design Concept Report and Environmental Impact Statement

Dear Ms. Viparina,

Thank you for inviting us to the Agency Scoping and Field Review Workshop held on October 30 and 31. We are providing our initial comments herein.

Arizona Revised Statutes Title 17 gives the Arizona Game and Fish Department the authority for wildlife management in Arizona, except on Indian Reservations. We also have authorities under the federal Fish and Wildlife Coordination Act to provide federal agencies recommendations to minimize impacts to fish and wildlife and their habitats that may result from federal projects that relate to water. This Act comes into play in this project due to the necessity of the highway to cross washes and the Salt River. Although the Endangered Species Act mandates certain considerations for federally protected species which are also managed by the state, the Fish and Wildlife Coordination Act mandates that consideration be given to all other fish and wildlife species.

The following information on special status species that may be present in the project vicinity is from our Heritage Information System Database. Please consider these species, as well as all state wildlife in planning your project. Keep in mind that this information is based on past occurrence records in the general vicinity of the proposed project. Some of these species may not be affected by the proposed project. However, other special status species not listed here may be present. To better assess whether your project would impact special status wildlife or other species, more current and thorough surveys at the proper time of year need to be conducted in the project area.

Ms. Viparina  
11/07/01  
2

Special Status Species in the area of Proposed I-10 Loop

NAME	COMMON NAME	ESA	USFS	BLM	WSCA	NPL
ATHENE CUNICULARIA HYPUGAEA	WESTERN BURROWING OWL	SC		S		
COCCYZUS AMERICANUS	YELLOW-BILLED CUCKOO	C	S		WC	
DENDROCYGNA AUTUMNALIS	BLACK-BELLIED WHISTLING-DUCK				WC	
IXOBRYCHUS EXILIS HESPERIS	WESTERN LEAST BITTERN	SC			WC	
RALLUS LONGIROSTRIS YUMANENSIS	YUMA CLAPPER RAIL	LE			WC	

No Critical Habitats within Project Area

Arizona Game and Fish Department, Heritage Data Management System, November 6, 2001.

The most significant wildlife and habitat resources that exist within the study area are in the riparian and wetland zones along the Salt River. As the Salt flows west the amount of water in the river, and thus the amount of wetland and riparian habitat, increases. The Salt River on the western end of the study area supports some highly developed riparian habitat that is habitat for many species of fish and wildlife. The broadleaf riparian and mesquite bosque communities along the Salt River support a diverse community of migratory songbirds. The Yuma clapper rail is a federally listed Endangered species that occurs in the emergent vegetation habitats along the Salt River. Other high priority species in the area include the yellow-billed cuckoo (federal candidate species), the black-crowned night heron, and the osprey. Xeriparian habitats (desert washes) also have high value to many species of wildlife not only due to the vegetation, but as movement corridors. Burrowing owls may be present in open upland areas along proposed highway alignments. If these areas are to be disturbed, the Department recommends that the owls be captured and relocated by experienced personnel. The following is a summary of the issues of concern to the Department:

**Riparian and other Habitat:** The Department would support an alternative that minimizes impacts to the riparian habitats along the Salt River. Crossing locations over the Salt River on the eastern end of the project study area would minimize disturbance to these key riparian areas. The Department would prefer an alignment that utilizes previously disturbed areas, existing highway corridors or farmland. The Department wishes that the NEPA analysis quantifies and compares the relative impact of the alternatives under consideration to riparian habitats. This would be best presented with a matrix showing the relative quantity and quality of habitat that would be disturbed by the alternatives under consideration.

**Habitat Loss Replacement:** The Department wishes to ensure that all habitat losses are replaced per the Department policy I2.3 (enclosed). Through the 404 permitting process the Corps of Engineers usually requires replacement of habitat within the waters of the United States. Our compensation policy, as well as that of the U.S. Fish and Wildlife Service, seek replacement of upland habitat as well. The Department would prefer that



Ms. Viparina  
11/07/01  
3

habitat losses be replaced either through improvement of existing habitat through fencing or other projects, or by acquisition and preservation of lands that are destined for development.

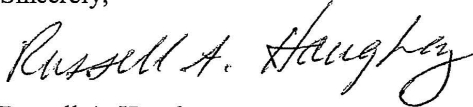
**Wildlife Movement Corridors:** The proposed project has the potential to cut off wildlife’s access to water and interrupt wildlife movement corridors. The Department would like to meet with the project planners to identify key movement areas and ensure that drainage crossing are adequately sized to accommodate wildlife movement where necessary. Further, we would like to identify areas where the highway may cut off access to water. In such situations if water is provided on both sides of the road, this would eliminate wildlife crossings and vehicle/wildlife collisions.

**Wildlife Fencing Specifications:** The Department’s wildlife fencing specification are enclosed. These specifications are designed to prevent livestock from crossing the fence, while ensuring that deer and other wildlife can cross without becoming entangled in the fence.

**Access:** The Department wishes that access to roads onto public lands and State trust lands be maintained for hunters, wildlife enthusiasts, off-highway vehicle users and other users of these lands. If access is cut off, it is likely that historical users will cut fences to access these roads, and this will result in livestock getting on the highway creating severe safety hazards. We would like to meet with the project planners to specifically identify key access points to maintain and develop safe and sensible designs to provide access from the new highway or other points.

**Non-interruption of Flows:** The Department wishes to ensure that highway construction does not cut off or divert flows that currently support native wash vegetation downstream.

Thank you for the opportunity to provide input into the planning of this highway. Please contact me at (480)981-9400 X 222 to set a time to discuss in more detail issues we have identified. We are looking forward to working with you and the agencies involved in the development of this highway.

Sincerely,  
  
Russell A. Haughey  
Habitat Program Manager, Region VI

Ms. Viparina  
11/07/01  
4

RH:rh

cc: Rod Lucas, Region VI Supervisor  
Bob Broscheid, Habitat Branch  
Josh Hurst, Wildlife Manager



**Arizona Game and Fish Department Operating Manual**  
**Section I: Wildlife, Habitat and the Environment**  
**Chapter 2: Habitat and the Environment**



**12.1 Races, Rallies, Enduros** *Effective: 01-01-91*

**Department Policy:** The Game and Fish Department will closely scrutinize and assist in regulation and control, where possible, of those activities involving all-terrain motor powered vehicles that may affect wildlife or create conflicts among competing users of the land resource.

**Procedures:** While recognizing a segment of the population accrues enjoyment from involvement in road/trail races, rallies, enduros, and similar events, organized or otherwise, the Department's primary concern is protection of wildlife resources and habitat.

Department employees are requested to be alert to such activities and inform management.

Where these activities involve public lands, the Department requests that the agency or group involved limit such activities primarily to washes and established roads and that the use of trails be minimal and confined to trails where no habitat damage will result. Further, the Department requests that it be notified of the planned activities and offered an opportunity to review the route, comment and advise on any effects that the activity may have on wildlife and its habitat with reference to the Wildlife and Wildlife Habitat Compensation Policy and Procedure, and recommend alternate routes if considered necessary.

**12.2 National Environmental Act Compliance**  
*Effective: 01-01-91*

**Department Policy:** The Arizona Game and Fish Department will comply with the National Environmental Policy Act of 1969. This requires that every proposed Federal Aid (Pittman-Robertson and Dingell-Johnson) project be examined objectively to determine the effects it will have on the environment in accordance with NEPA in Federal Aid NEPA Guidelines. Further, the Department will comply with the objectives of NEPA on any other project or program that may have an effect on the environment. (Contact the Habitat Branch for procedures and guidelines for NEPA compliance.)

**12.3 Wildlife and Wildlife Habitat Compensation**  
*Effective: 06-04-94*

**Department Policy:** It shall be the policy of the Department to develop adequate compensation plans for actual or potential habitat losses resulting from land and water projects in accordance with State and Federal laws. Habitat compensation plans will seek compensation at a 100% level, where feasible, and will be developed using

habitat resource category designations. See Commission Policy A2.16.

**Authority:** The Director of the Arizona Game and Fish Department is authorized under A.R.S. Title 17-211, Subsection D, to perform the necessary administrative tasks required to manage the wildlife resources of the State of Arizona. Pursuant to those duties and in accordance with federal environmental laws and resource management acts, such as the National Environmental Policy Act, Fish and Wildlife Coordination Act, and Endangered Species Act, the Director is further charged with cooperating in the determination of potential impacts to Arizona's wildlife resources resulting from federally funded land and water projects. In addition, a Commission M.O.U. assigns similar responsibilities for evaluating proposed projects on lands administered by the State Land Department. An integral part of this process is the development of adequate compensation measures aimed at eliminating or reducing project-associated impacts.

**Procedure:** Criteria used to identify general compensation goals are as follows:

**A. Resource Category I.**

1. **Designation Criteria.** Habitat in this category are of the highest value to Arizona wildlife species, and are unique and/or irreplaceable on a statewide or ecoregion basis.
2. **Compensation Goal.** No loss of existing in-kind habitat value.
3. **Guideline.** The Department will recommend that all potential losses of existing habitat values be prevented. Insignificant changes that would not result in adverse impacts to habitat values may be acceptable provided they will have no significant cumulative impact.
4. **Habitat Types.** Habitat types associated with Resource Category I shall include, but not limited to the following examples:
  - a. Perennial Stream Habitats.
  - b. Westlands and Riparian habitats of at least one acre in size which are associated with perennial waters. Biotic communities included in this classification follow descriptions provided in Brown (1982) and Henderson and Minckley (1984).
  - c. Key utilization areas for species listed or proposed for listing under the Endangered Species Act of 1973 as Threatened or Endangered and Endangered State Threatened Native Wildlife species.

**B. Resource Category II.**

1. **Designation Criteria.** Habitats in this category are of high value for Arizona wildlife species and are



**Arizona Game and Fish Department Operating Manual**  
**Section I: Wildlife, Habitat and the Environment**  
**Chapter 2: Habitat and the Environment**

relatively scarce or becoming scarce on a statewide or ecoregion basis.

2. **Compensation Goal.** No net loss of existing habitat value, while minimizing loss of in-kind value.
3. **Guideline.** The Department will recommend that all potential losses of Resource Category II habitat values be avoided or minimized. If significant losses are likely to occur, the Department will recommend alternatives to immediately rectify, reduce, or eliminate these losses over time.
4. **Habitat Types.** Habitat types associated with Resource Category II shall include, but not limited to, the following examples:
  - a. Key utilization areas for antelope and bighorn sheep.
  - b. Key utilization areas for Threatened and Candidate State Threatened Native Wildlife species, candidate species for federal listing as Threatened or Endangered (Categories I and 2).
  - c. Actual or potential reintroduction sites for species that are listed as Extirpated or Endangered on the State Threatened Native Wildlife list.
  - d. Blue ribbon fishing areas (i.e., Lee's Ferry and Becker Lake).
  - e. Isolated mountain ranges providing Subalpine-coniferous forest habitats (i.e., Pinaleno Mountains).
  - f. State and federally operated game preserves, refuges or wildlife areas.
  - g. Montane meadows.

**C. Resource Category III.**

1. **Designation Criteria.** Habitats in this category are of high to medium value for Arizona wildlife species, and are relatively abundant on a statewide basis.
2. **Mitigation Goal.** No net loss of habitat value.
3. **Guidelines.** The Department will recommend ways to minimize or avoid habitat losses. Anticipated losses will be compensated by replacement of habitat values in-kind, or by substitution of high value habitat types, or by increased management of replacement habitats, so that no net loss occurs.
4. **Habitat Types Involved.** Habitats in this category are of a natural, undisturbed condition or they involve bodies of water of economic importance and shall include, but not be limited to, the following examples:
  - a. Chihuahuahua, Great Basin, Mohave, and Sonoran Desert habitat types.
  - b. Desert-grasslands and Chaparral zones.
  - c. Oak and coniferous woodlands and coniferous forests.
  - d. Reservoir habitats.

**D. Resource Category IV.**

1. **Designation Criteria.** Habitats in this category are of medium to low value for Arizona wildlife species, due to proximity to urban developments or low productivity associated with these lands.
2. **Mitigation Goal.** Minimize loss of habitat value.
3. **Guideline.** The Department will recommend ways to avoid or minimize habitat losses. Should losses be unavoidable, the Department may make a recommendation for compensation, based on the significance of the loss.
4. **Habitat Types Involved.** Habitat types associated with Resource Category IV shall include, but not be limited to, the following examples:
  - a. Agricultural Lands.
  - b. Undeveloped urban areas (i.e., land proximal to waste water treatment facilities, municipal mountain preserves, and undeveloped lands in proximity to municipal and industrial areas).
  - c. Habitats exhibiting low wildlife productivity as a result of man's influence.

**12.4 Land Protection Evaluation Process**  
*Effective: 11-01-93*

**Stage List:**

**A. Proposal Submittal.** Conservation Supervisor (Habitat Branch) receives all lands protection proposals on an open and continuous basis, whether they are generated internally or externally.

**Responsibilities:** Date stamp proposals on receipt; retain original proposals in files; send letters to proponents acknowledging receipt; and distribute proposals and relevant information from the lands files (e.g. previous protection proposals for the same general area) to the Proposal Screening Committee.

**Time:** 5 days from receipt for acknowledgement to proponent.

**B. Proposal Screening Committee.** Conservation Supervisor, chair; Development Branch Chief, Nongame Branch Chief, and Field Operations Coordinator.

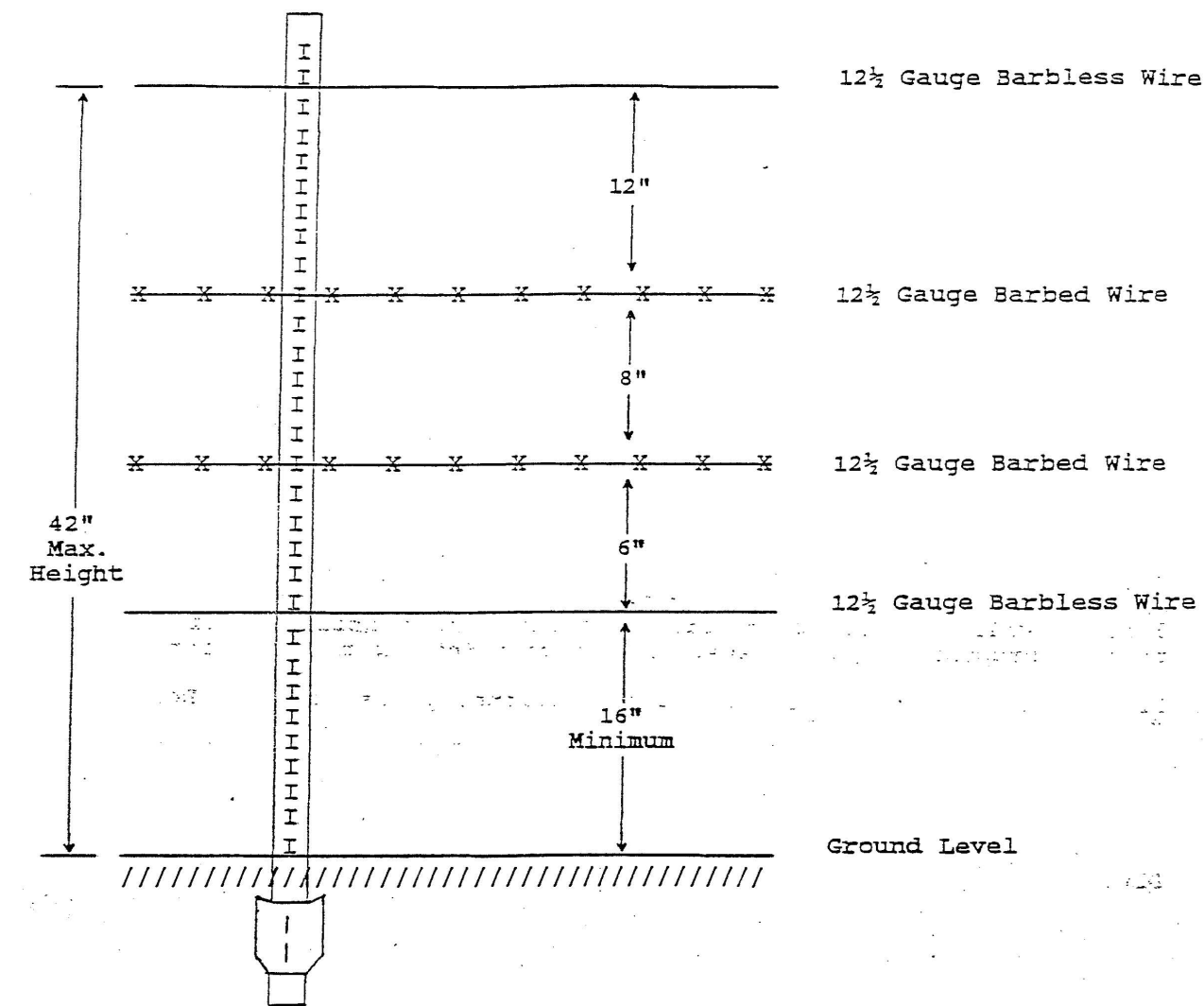
**Responsibilities:** Screen proposals on a monthly basis to determine adequacy and appropriateness; return inadequate proposals to proponents for remedy; Conservation Supervisor prepares State 3 briefing and routes adequate proposal(s) to Assistant Director, Wildlife Management Division (WMD).

**Time:** Director's Office briefing presentation occurs the Tuesday immediately following the monthly meeting; return to proponent (RTP) or forwarding to Assistant Director, WMD, to occur within 5 days of monthly meeting.

**C. Director's Office Briefing Presentation.** Conservation Supervisor presents summary of which proposals were returned to proponents (and why they were returned) and which were routed for biological review.



ARIZONA GAME AND FISH DEPARTMENT  
STANDARD GAME FENCE SPECIFICATIONS



Additional Specifications:

- 20 - 25 feet between T-posts.
- At least 3 equally spaced stays between each post.
- Modifications to this design may be requested for fencing anticipated to be routinely encountered by elk, bighorn sheep or pronghorn.

Revised 11/93  
Habitat Branch  
DLW:RAC:nc

ARIZONA GAME AND FISH DEPARTMENT  
STANDARD GAME FENCE SPECIFICATIONS

The following are fence specifications on cattle allotments intended to facilitate safe movements by wildlife.

Standard AGFD Recommended Fence Specifications.

Wire	Type	Position
1st	smooth	16" above ground
2nd	barbed	6" above bottom wire
3rd	barbed	8" above second wire
4th	smooth	12" above third wire

Total Fence Height - 42"

Additional Specifications: 20-25 feet between T-posts, with at least three equally spaced stays in between each post.

Most Important Specifications:

- total fence height
- height of bottom wire
- space between 3rd and 4th wire
- fence stays and spacing between posts
- smooth bottom wire

Negotiable Points:

- smooth top wire
- space between 2nd and 3rd wire
- space between 1st and 2nd wire
- total height up to 44"